

# STANDARD OPERATING PROCEDURES

## Standard Operating Procedures

The first part of this Annex describes the WVSMAA standard operating procedures (SOP's) to be used in the event of a disaster to request and to provide assistance. The second part provides guidance for requesting and providing reimbursement. Member jurisdiction executives and emergency managers should familiarize themselves with these procedures.

## Requesting and Providing Assistance

If a jurisdiction suffers or expects to suffer a major disaster and needs assistance from another jurisdiction, the emergency management director, or other authorized representative of the affected jurisdiction, may request specific assistance.

- The West Virginia Division of Homeland Security and Emergency Management (WVDHSEM) will maintain the WVSMAA Guidebook with the current names and contact numbers for all WVSMAA personnel in each member jurisdiction. The goal is to place the WVSMAA Guidebook with all its contents on the WVDHSEM website. (WVDHSEM will notify all jurisdictions when this is available.) The current version should be accessed and used by all WVSMAA personnel prior to responding to an event.
- The Director of Operations, WVDHSEM, or Shift Leader, WVDHSEM, (when the State Emergency Operations Center [SEOC] is activated) will maintain contact with all affected jurisdictions. The purpose of these contacts is to ensure that appropriate levels of support are provided to the Requesting Jurisdictions during an emergency. These contacts will be made using multiple means of communications to include: telephone, FAX, email and E-Team, RACES and other methods, as available.
- The Director of Operations, WVDHSEM, or Shift Leader, WVDHSEM, must also prepare a Status Report on assistance provided under this Agreement daily, or as needed, and send it to Assisting Jurisdictions and other jurisdictions offering assistance. Status Reports will be provided as needed until all deployed personnel have returned to the home jurisdiction at which time a final Status Report will be provided to serve as the basis for assembling requests for reimbursement packets. Each Status Report should include names, duty assignments, the duration of each deployment, and a good working cost estimate.
- The primary means of disseminating status reports and other notices will be email, FAX and/or E-Team. WVDHSEM will provide expanded coverage of the event to keep all jurisdictions and other interested parties informed. The benefits of WVSMAA participation will be emphasized. Digital photos from a variety of sources and other information from the WVDHSEM can be modified and selectively posted or transmitted, as appropriate.

- Jurisdictions must have reliable communications, to include email, telephone, FAX, RACES and E-Team. All jurisdictions will test these methods on a monthly basis when not in an emergency status. WVDHSEM will establish conference calls for involved jurisdictions, as the situation dictates. A good quality FAX machine is essential for transmitting and re-transmitting the Inter-Jurisdiction Mutual Aid Request (WVSMAA Form 1).
- The five-part WVSMAA INTER-JURISDICTION MUTUAL AID REQUEST (WVSMAA FORM 1) is the official form to be used by member jurisdictions when requesting or providing assistance under WVSMAA. See the form at page D-3. Each WVSMAA mission can be officially implemented only with the completion of this form. Each part requires the signature of an official who has been authorized to coordinate assistance under WVSMAA and who is designated in the WVSMAA Guidebook. Parts I and IV will have the signature of the director of the Requesting Jurisdiction's emergency management agency, or his/her authorized designee, Part II will have the signature of the designated official within the West Virginia Office of Emergency Services, and Part III will have the signature of the director of the Assisting Jurisdiction's emergency management agency, or his/her authorized designee. Part II also includes spaces for review and approval of the request by WVDHSEM. Each jurisdiction's chief executive or executive body must approve the requesting or provision of assistance under WVSMAA. The jurisdiction's appointed Authorized Representative's signature signifies this approval. An officially completed INTER-JURISDICTION MUTUAL AID REQUEST (WVSMAA FORM 1) constitutes, in effect, a contract between the Requesting Jurisdiction and the Assisting Jurisdiction.
- WVDHSEM will have the authority to prioritize or allocate resources. However, WVDHSEM does NOT have the authority to obligate jurisdiction funds. This authority remains with the Requesting Jurisdiction. Offers of assistance will be listed, as received, and usually in response to a specific request. The Requesting Jurisdiction will decide which offers to accept. WVDHSEM can independently create a pool of local jurisdiction resources to be distributed to jurisdictions based on need.
- The primary emphasis of the WVSMAA is to facilitate the provision of inter-jurisdictional mutual aid between WVSMAA member jurisdictions. If a non-member jurisdiction requests assistance from a member jurisdiction, it is the responsibility of the non-member jurisdiction to insure compliance with all the appropriate legal, liability, licensing, and financial requirements of the responding jurisdiction. In this instance, a specific Mutual Aid Agreement must be negotiated between the two jurisdictions' executive bodies prior to assistance being provided. WVDHSEM personnel can be made available to facilitate this process.
- Each Assisting Jurisdiction's WVSMAA coordinator, emergency services director or finance office will prepare and submit to the Requesting Jurisdiction: (1) within 30 days of the return of all deployed personnel, a letter including their Notification of Intent to Submit a Request for Reimbursement packet to include a good cost

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estimate; and (2) within 60 days of the return of all deployed personnel, the official Request for Reimbursement packet with supporting documentation. See the Reimbursement Procedures.

- The Director of Operations, WVDHSEM, will conduct discussions between jurisdictions and WVDHSEM personnel with the aim of improving WVSMAA procedures and operations.
- The Director of Operations, WVDHSEM, will also ensure that WVSMAA operations are included in the daily update briefings conducted for the Governor and other state agencies.
- The Director of Operations, WVDHSEM, will, in coordination with other Division Directors, WVDHSEM and others, as applicable, resolve any problematic policy or procedural issues during the activation and implementation of WVSMAA, as needed.
- All WVSMAA member jurisdiction emergency management agencies should develop and maintain a one-page summary explanation of their organization, concept of operations, and direction and control for conducting emergency response and recovery activities. This information should be submitted to WVDHSEM during normal operations and included in the WVSMAA Guidebook for use by WVDHSEM and other personnel when performing their duties. See Jurisdiction Summaries section.
- WVDHSEM will coordinate all support provided under WVSMAA and support received from federal agencies through DHS. The goal is to eliminate duplication of effort and waste of valuable emergency response assets. WVDHSEM will include information on WVSMAA activities in daily reports to FEMA Region III during emergency operations.

## Specific Jurisdiction Responsibilities

### Requesting Jurisdiction

When a jurisdiction suffers, or expects to suffer, a major disaster and needs assistance from other jurisdictions, the emergency management director, or his/her authorized representative, will initiate WVSMAA, as follows:

- Confirm that the jurisdiction executive or governing body has declared a local state of emergency.
- Verify needed assistance (people, equipment, skills, etc.)
- Alert WVDHSEM that assistance may soon be requested under WVSMAA.

- At the Requesting Jurisdiction's option, it may want to contact another specific member jurisdiction directly alerting them that assistance may soon be requested. However, this action must be approved by WVDHSEM.
- Advise the jurisdiction executive or governing body of the need to request assistance under WVSMAA.
- Once a potential Requesting Jurisdiction has alerted WVDHSEM of a possible request for assistance, the WVSMAA network of member jurisdictions will be activated. This will be accomplished by sending a notification by direct email messages and FAX to all jurisdictions. WVDHSEM Shift Leader will begin to list resources being offered from other member jurisdictions not affected, or not likely to be affected, by the current storm or event.
- Once WVSMAA is activated, WVDHSEM will initiate daily, or as needed, conference calls among participating jurisdictions. At some point, and definitely no later than when deployments begin, a daily, or as needed, Status Report will be provided. It should clearly reflect the following information for each participating jurisdiction: affected jurisdictions and potential requests, assistance being offered, active requests not yet filled (emphasized), assistance being provided (in some detail), and completed actions. This report will be sent out via email, FAX and E-Team to member jurisdictions providing or offering to provide assistance and to other jurisdictions and interested parties.
- To officially request assistance, the Requesting Jurisdiction will complete Part I of the INTER-JURISDICTION MUTUAL AID REQUEST (WVSMAA FORM 1). The signature of the jurisdiction's emergency management director or authorized representative is required. Requests for WVSMAA assistance may be initiated verbally when an urgent response is needed. However, verbal requests must be followed-up within 24 hours by completing and submitting Part I of the INTER-JURISDICTION MUTUAL AID REQUEST (WVSMAA FORM 1) and this, except under extenuating circumstances, must be received before the Assisting Jurisdiction responds by completing and submitting Part III.
- Part II of the INTER-JURISDICTION MUTUAL AID REQUEST (WVSMAA FORM 1) is to be completed by WVDHSEM and constitutes approval of the Request for processing under the terms of WVSMAA.
- Part III of the INTER-JURISDICTION MUTUAL AID REQUEST (WVSMAA FORM 1) is to be completed by the responding and potential Assisting Jurisdiction. Necessary information about the personnel and resources to be provided and a good working cost estimate must be included. This information becomes the basis for the agreement. Direct coordination between program managers and perhaps even in-the-field supervisors in both the Requesting Jurisdiction and the Assisting

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Jurisdiction is essential so that what is being provided and the terms are clearly understood by both parties.

- If the services to be provided, terms, and conditions reflected in Part III meet with the approval of the Requesting Jurisdiction's emergency management director, he will sign Part IV of the INTER-JURISDICTION MUTUAL AID REQUEST (WVSMAA FORM 1). The authorizing signatures of the Requesting Jurisdiction (Part IV) and the Assisting Jurisdiction (Part III) will, in effect, constitute a contract for services to be provided. Should the assistance provided or the terms and conditions change during the development, the contract must be renegotiated.
- Experienced jurisdiction emergency management officials can provide much-needed guidance to their counterparts in other jurisdictions who haven't recently experienced a major disaster but are about to. Such assistance can be provided under WVSMAA and should be offered and requested by member jurisdictions, as needed. These officials should deploy early on and may need to visit only for a day or two.
- In certain situations, the assistance above may evolve into temporary or recurring shift relief emergency management duties for the Requesting Jurisdiction's emergency management director. In these instances, a revised INTER-JURISDICTION MUTUAL AID REQUEST (WVSMAA FORM 1) must be completed to include specific duties that the Assisting Jurisdiction personnel are to perform on behalf of the Requesting Jurisdiction and the authorities under which they will work.
- In addition to providing expertise to help with emergency operations, WVSMAA also, in effect, provides an excellent training opportunity. Personnel from Assisting Jurisdictions can learn a great deal by observing and implementing the emergency response and recovery programs and systems of another jurisdiction.
- The following records will be maintained by the Emergency Manager or other designated official in each Requesting Jurisdiction EOC:
  - Official completed INTER-JURISDICTION MUTUAL AID REQUEST (WVSMAA FORM 1). Forms (contracts).
  - Status Reports.
  - Summary reports of each WVSMAA-related call.
  - Copies of email messages among participating jurisdictions.
  - Manning document for all WVSMAA-deployed personnel.
  - Requesting Jurisdiction EOC Situation Reports.

- Summary record of all other non-WVSMAA resources (federal and state) provided to the Requesting Jurisdiction from outside the jurisdiction.

## **Assisting Jurisdiction**

Each jurisdiction will establish procedures to manage the flow of WVSMAA assistance requests and other documentation.

- When a WVSMAA member jurisdiction receives a request for assistance—*i.e.*, a INTER-JURISDICTION MUTUAL AID REQUEST (WVSMAA FORM 1) with Parts I and II completed—from another WVSMAA member jurisdiction, the jurisdiction's emergency management director will:
  - Confirm the availability within his/her jurisdiction of the resources requested.
  - Notify his/her executive officer or body of the emergency declaration in the Requesting Jurisdiction, of the resources requested, and request approval to provide assistance under the terms of the WVSMAA.
  - Receive approval from the executive officer or body.
  - Respond telephonically within two hours of the receipt of the request advising WVDHSEM and the WVSMAA coordinator in the Requesting Jurisdiction the extent to which the requested assistance can be provided. Do not offer more than you can provide expeditiously so that other options, *i.e.*, resources from other jurisdictions, can be pursued.
  - Complete and submit Part III of the INTER-JURISDICTION MUTUAL AID REQUEST (WVSMAA FORM 1) within 12 hours of the receipt of the Part I and II request informing the Requesting Jurisdiction of the specific assistance being provided and a cost estimate. The signature of the Assisting Jurisdiction's emergency management director or his/her authorized representative is required.
- During Part III of the WVSMAA process, the WVDHSEM EOC Shift Leader or other personnel should encourage and facilitate direct coordination between Requesting and Assisting Jurisdiction program managers or other responsible parties. Each should have a working understanding of what support is needed, what support is going to be provided, and the terms of reimbursement. Such a discussion would also serve to confirm the legitimacy of the request and the appropriateness of the response. The logistical arrangements for the reception of Assisting Jurisdiction personnel in the Requesting Jurisdiction (time, place, point of contact, lodging arrangements, etc.) should also be included in Part III. A second page, or a Part V addendum page, may be added to the INTER-JURISDICTION MUTUAL AID REQUEST (WVSMAA FORM 1), as needed.

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- All agencies and jurisdictions must ensure that they have current WVSMAA contact lists, phone and FAX numbers, blank forms, etc. This information is contained in the WVSMAA Guidebook. It will also be kept current and made available, in the near future, on the WVDHSEM web site (<http://www.dhsem.wv.gov>).
- Affected jurisdictions are encouraged to request emergency management officials with programmatic expertise and/or EOC operations expertise to help as needed and to provide relief shifts during long duration emergencies.
- All personnel deployments should be limited to a total of 14 days. This period should also include a one-day overlap in order for the departing personnel to provide a full situation handoff briefing to the arriving personnel.
- The Assisting Jurisdiction's WVSMAA coordinator will provide a pre-deployment briefing to personnel just prior to their departure. Personnel being deployed need to know what working conditions to expect and how to keep the records needed for reimbursement. A representative of the Requesting Jurisdiction will provide a more detailed briefing to personnel upon their arrival.
- The Requesting Jurisdiction's emergency management director will provide daily reports on support activities under WVSMAA to the SEOC. The Requesting Jurisdiction's emergency management director will provide demobilization plans for each resource deployed under WVSMAA.
- Requesting and Assisting Jurisdiction emergency management directors will be jointly responsible for preparing a WVSMAA deployment summary report evaluating and recommending improvements to existing guidance and procedures. This report will be submitted to the Director of Operations, WVDHSEM, and should be coordinated in advance, with other participating WVSMAA coordinators, as needed.

## Reimbursement under WVSMAA

Under WVSMAA, the Requesting Jurisdiction agrees to reimburse each Assisting Jurisdiction for all eligible deployment and mission-related costs. If the Requesting Jurisdiction is declared to receive Public Assistance pursuant to the Stafford Act, the Requesting Jurisdiction is eligible to submit reimbursement to FEMA for all WVSMAA eligible mission costs after each Assisting Jurisdiction has been reimbursed. The Assisting Jurisdiction emergency management agency must first reimburse each participating agency/locality/organization for mission-related costs incurred on behalf of the Requesting Jurisdiction. All such costs must be well documented in order to be eligible for reimbursement. Rapid and accurate collection and submission of documentation will expedite closeout of the reimbursement process.

## Requesting Jurisdiction Reimbursement to Assisting Jurisdictions

The Requesting Jurisdiction will reimburse each Assisting Jurisdiction for its eligible mission-related costs in accordance with the following procedures:

- The Requesting Jurisdiction and the Assisting Jurisdiction will agree to, at least, in general terms, what mission services are to be expected and provided and a total cost estimate. This is to be accomplished in Part III and Part IV of the INTER-JURISDICTION MUTUAL AID REQUEST (WVSMAA FORM 1) and properly executed by both parties prior to mission deployment. The cost estimates on the INTER-JURISDICTION MUTUAL AID REQUEST (WVSMAA FORM 1) are to be used for budgeting purposes by the Requesting Jurisdiction.
- The Assisting Jurisdiction will prepare and submit a letter to the Requesting Jurisdiction within thirty (30) days of redeployment of all assets and personnel. This letter will serve as the Notification of Intent to Submit a Request for Reimbursement. This letter must also include a good final cost estimate.
- The Assisting Jurisdiction will prepare and submit a reimbursement package to the Requesting Jurisdiction within sixty (60) days after completing the mission and return of all deployed personnel and/or equipment. If the Assisting Jurisdiction requires more than sixty (60) days, a letter stating the reason for the delay will be forwarded to the Requesting Jurisdiction. Costs and supporting documentation for each individual Mission Assignment will be attached to a separate INTER-JURISDICTION REIMBURSEMENT FORM (WVSMAA FORM 2). Jurisdictions that request reimbursement for multiple Mission Assignments will prepare an aggregate billing under a cover INTER-JURISDICTION REIMBURSEMENT FORM (WVSMAA FORM 2).
- The **Reimbursement Package** will consist of:
  - A cover letter summarizing the assistance provided under WVSMAA and officially requesting reimbursement of expenses incurred. The letter should include instructions such as, preferences for how the reimbursement warrant for the Assisting Jurisdiction should be made out by the Requesting Jurisdiction, any special cost-coding that may be requested, or name of the project officer responsible for the package to be contacted if additional information or clarification becomes necessary.
  - A copy of the official INTER-JURISDICTION MUTUAL AID REQUEST (WVSMAA FORM 1) with Requesting Jurisdiction Mission Number and authorizing signatures of both parties.



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- A reimbursement INTER-JURISDICTION REIMBURSEMENT FORM (WVSMAA FORM 2) listing services provided with a Grand Total cost.
- Sufficient supporting documentation attached to the INTER-JURISDICTION REIMBURSEMENT FORM (WVSMAA FORM 2) including copies of receipts and payment vouchers to support the cost figures shown on the INTER-JURISDICTION REIMBURSEMENT FORM (WVSMAA FORM 2).
- The INTER-JURISDICTION REIMBURSEMENT FORM (WVSMAA FORM 2) that is provided in the current WVSMAA Guidebook should be used to capture mission costs unless otherwise advised by the Requesting Jurisdiction. In the near future, a copy of the INTER-JURISDICTION REIMBURSEMENT FORM (WVSMAA FORM 2) can be downloaded from the WVDHSEM web site (<http://www.dhsem.wv.gov>).
- Each Assisting Jurisdiction should submit only one invoice to the Requesting Jurisdiction. Reimbursement is based on the personnel, fringe benefits, and travel policy of the Assisting Jurisdiction or home agency/locality/organization, as summarized by the Assisting Jurisdiction emergency management agency on the WVSMAA-required, INTER-JURISDICTION REIMBURSEMENT FORM (WVSMAA FORM 2). Eligible costs can include labor, equipment, rental equipment, contracts, and commodities. Travel costs should be included with all names specified and must be in accordance with West Virginia State Travel Regulations. Generally, only actual and documented expenses may be claimed for air travel, auto rental, government vehicle expense, gasoline, lodging and tips. Reimbursement is permitted for per diem costs. However, complimentary rooms, meals, and other services are not eligible and per diem expenses may need to be prorated accordingly. Reimbursement is permitted for the travel and per diem costs of volunteers. Separate documentation is required for each crew to include names, work performed, location of work, and date/time of work. Photographs and a detailed narrative report must accompany requests for reimbursement for costs accrued due to damaged equipment repairs or replacement.
- The Requesting Jurisdiction will reimburse the Assisting Jurisdiction for all reasonable expenses. Substantive changes during the deployment to the terms and conditions in the original INTER-JURISDICTION MUTUAL AID REQUEST (WVSMAA FORM 1) will require a supplemental request and agreement by both authorized parties. A copy of the original INTER-JURISDICTION MUTUAL AID REQUEST (WVSMAA FORM 1), and any supplemental INTER-JURISDICTION MUTUAL AID REQUEST (WVSMAA FORM 1) with supplemental terms and conditions, must be included in the Request for Reimbursement package.
- Assisting Jurisdiction will not charge for incidental expenses that are not directly related to out-of-jurisdiction deployment, such as staff time to prepare for deployment or to prepare the Request for Reimbursement package.

- In the spirit of WVSMAA, Assisting Jurisdictions also have the option not to charge for the “straight-time” of jurisdiction emergency management agency employees deployed out-of-jurisdiction to perform other duties as requested under WVSMAA. However, the Assisting Jurisdiction should state this in Part II of the INTER-JURISDICTION MUTUAL AID REQUEST (WVSMAA FORM 1) prior to deployment.
- A single lump sum payment covering all Mission Assignments issued by the Requesting Jurisdiction will be made to each Assisting Jurisdiction.

### **Assisting Jurisdiction Reimbursement to Supporting Localities/Organizations**

Each Assisting Jurisdiction emergency management agency will reimburse each supporting agency/locality/organization for its deployment-related costs in one (1) lump sum payment. Each agency/locality/organization that participated in the Assisting Jurisdiction’s deployment will prepare and submit a complete Reimbursement Request package to the **Assisting Jurisdiction** within 30 days of the return of deployed personnel. This package will consist of:

- A brief cover letter that summarizes the assistance provided under WVSMAA and officially requests reimbursement for expenses incurred.
- A single invoice listing services provided with the Grand Total cost.
- Supporting documentation using the INTRA-JURISDICTION REIMBURSEMENT FORM (WVSMAA FORM 3) or forms required by the supporting agency/locality/organization to record personnel, travel and equipment use costs. This documentation must be complete and accurate in order to satisfy the auditing process that will follow.
- Use INTRA-JURISDICTION REIMBURSEMENT FORM (WVSMAA FORM 3), as needed to summarize, clarify, or otherwise supplement the above documentation. The INTRA-JURISDICTION REIMBURSEMENT FORM (WVSMAA FORM 3) provided in the current WVSMAA Guidebook should be used to capture intra-agency costs associated with the mission unless otherwise elected by the Assisting Jurisdiction. A copy of the INTRA-JURISDICTION REIMBURSEMENT FORM (WVSMAA FORM 3) will be available for downloading from the WVDHSEM web site (<http://www.dhsem.wv.gov>).
- In response, the Assisting Jurisdiction emergency management agency will provide a single lump sum payment to each supporting agency/locality/organization within 60 days of the receipt of a Request for Reimbursement package. Arrangement should be made in advance to provide such intra-jurisdiction reimbursement without waiting to receive reimbursement from the Requesting Jurisdiction. A special funding source, such as a Disaster Trust Fund, within the

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Assisting Jurisdiction emergency management agency or a supplementary budgetary appropriation may be needed in advance.

## Training and Exercises

The emergency management agency in each WVSMAA-member jurisdiction should be prepared to implement inter-jurisdiction mutual aid in accordance with this Guidebook – both as a potential Requesting Jurisdiction and as a potential Assisting Jurisdiction.

The Director of Operations, WVDHSEM, will provide WVSMAA training for individuals that will be involved in the WVSMAA process within WVDHSEM.

The scope of WVSMAA is, of course, much broader than jurisdiction emergency management. It also involves the emergency services parts of other jurisdictions, agencies, localities and organizations that can provide experienced program managers, deployable task forces, and other resources that can help in other jurisdictions with disaster response and recovery operations. These potential resource providers need to know how to participate in WVSMAA.

Any WVSMAA-related training provided by a WVSMAA-member jurisdiction to potential resource providers within that jurisdiction should be within the context of any existing mutual aid programs. Indeed, other mutual aid programs may have already identified task forces, strike teams, etc., which are also deployable under WVSMAA. Therefore, it is recommended that WVSMAA and intra-jurisdiction mutual aid be very closely coordinated in each jurisdiction and, perhaps, administered jointly. After all, many of the deployable resources will be the same. It is further recommended that training for resource providers incorporate both in-jurisdiction mutual aid and out-of-jurisdiction mutual aid (WVSMAA) concepts and practices.

Each member jurisdiction's emergency management agency will provide, or coordinate the provision of, WVSMAA training for the jurisdiction's potential mutual aid service providers.

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